



community planning review  
revue canadienne d'urbanisme  
VOLUME XII

NUMBER 1

## DON'T FORGET!

WHAT	The 1962 National Planning Conference
WHO	The Community Planning Association of Canada
WHEN	September 23-26
WHERE	Macdonald Hotel, Edmonton
WHY	To discuss: PEOPLE, POLITICS AND PLANNING
HOW	This will not be a sit-and-listen Conference. The emphasis throughout will be on delegate participation. Each day the Conference will break into small groups to discuss specific problems and developments in planning, from the points of view of the citizen, the politician and the planner.  You will have ample opportunity to discuss the problems your area is facing now. You will be able to take home the ideas and opinions of other delegates from across Canada.
FOR	Anybody interested in having a voice in the planning of his or her community. You do not need to be a member of the Community Planning Association of Canada to attend this Conference.
WITH	A conducted tour of the Edmonton area, film showings, displays, luncheon as the guests of the City of Edmonton, the Conference Banquet sponsored by the Province of Alberta, coffee parties and receptions.  A special Ladies' Programme is being arranged for those ladies who do not wish to attend the sessions, although wives accompanying delegates are more than welcome at all business sessions and, of course, at the social functions.
COST	Registration fee is \$20. Wives accompanying delegates pay a reduced fee of \$5.
AFTER	A Post-Conference tour of the Rockies is being planned. Further details will be available with the Preliminary Programme.

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*The Preliminary Programme and the Advance Registration Form will be distributed at the end of April. If you are not on the regular CPAC mailing list, or you have not already notified us that you wish to receive further conference information, please send your name and address to:*

# COMMUNITY PLANNING REVIEW

## REVUE CANADIENNE D'URBANISME

VOLUME XII

NUMBER 1



COMMUNITY PLANNING ASSOCIATION OF CANADA  
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*Cover: Sectional picture of part of the 128 miles of four-inch duct into which electrical cables were placed when wiring was put underground in Victoria. (See page 2)*

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*Published by the Community Planning Association of Canada. Opinions expressed herein are not necessarily those of the Association. Permission to reproduce material from the magazine may be obtained by writing to the Editor. Authorized as second class mail by the Post Office Department, Ottawa. Printed at the Runge Press Ltd.—Ottawa. Listed in the Canadian Index to Periodicals and Documentary Films. Individual membership in CPAC, including annual subscription: \$5.00; subscription only: \$3.00; single copies: 75¢.*

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*Artist's conception of section of Douglas Street upon completion of the programme in 1962.*

*(Drawing by Edward Goodall)*

## WIRING GOES UNDERGROUND IN VICTORIA

M. H. Collins

B.C. Electric Company Limited

The six year programme, carried out by B.C. Electric in cooperation with city engineering and administrative staff, will culminate in the fall of 1962 when all electric lines will have been placed underground in the downtown business area of Victoria. Stage by stage, overhead lines are being removed in the heart of the capital city of British Columbia and the new underground network is being used to carry electric service to over 300 business premises.

Total cost of the underground system will be of the order of \$3,500,000 — the original estimates having been subject to the inflation of material and labour costs during the six years the task has been underway.

Historically, the proposal for underground wiring had been raised at the end of World War II but a decision was left in abeyance owing to a shortage of materials.

Consideration which may or may not apply to other cities prompted the final decision for underground wiring in the downtown area in Victoria. Chief of these was that traffic had grown tremendously on narrow Victoria streets and there were limitations to increasing overhead facilities to serve the increasing electric load. Another persuading factor was the absence of lanes downtown in which electric lines could be placed.

These limiting factors influenced the final decision, which had to be weighed seriously against the knowledge that underground lines are generally speaking four to five times as costly as overhead ones.

The progress of the project, which got underway in the fall of 1956, depended in large measure upon extended and careful planning in which the sponsoring company, B.C. Electric, worked closely with the engineering department of the city of Victoria and the downtown merchants.

All of the downtown area, for example, had to be completely remapped on to a master map indicating the location of all other services, drains, sewers, water lines, gas lines and telephone lines.

The actual work programme was broken down into fall and winter seasons to interfere as little as possible with the traditionally heavy tourist season in Victoria, and to create winter employment at a time when it was most appreciated.

Financing — and it was a large item — was provided through borrowing and through monies retained in the business.

*Section of Douglas Street in downtown Victoria before underground wiring programme began in 1956. (Photo: Rod Hale)*



*Victoria at the turn of the century*

The scope of the task is only partially reflected in the fact that 10 miles of trenches had to be dug, principally through rock, for the ducts into which the underground wiring was placed. At strategic intervals there are 38 underground vaults in which electrical transformers are to be located.

The primary voltage in the network is 13,000 volts, and the secondary circuits 128-208 volts. Engineers state that the design is extremely flexible and will be capable of handling electric load growth downtown for many years to come.

The change-over will see the removal of over 200 utility poles and nearly 48 miles of overhead wiring. This happily falls in centennial years, an occasion when the city of Victoria will be inviting thousands of visitors to join in its celebrations.

# LAND EXPROPRIATION

Mary Rawson and R. A. Williams

*In July 1961 the B.C. Provincial Royal Commission on Expropriation opened hearings in Vancouver. The sole Commissioner (former judge J. V. Clyne) was charged with inquiring into the need for revision of the expropriation statutes, into the appraisals and methods used in expropriation proceedings, and into any other matters concerning expropriations which, in his opinion, were in the public interest to consider. The executives of the B.C. Division, CPAC and the Planning Institute of British Columbia formed committees which prepared and submitted a joint brief to the Commission. Miss Rawson (CPAC) and Mr. Williams (P.I.B.C.) who were members of the joint committee have compressed the essentials of the brief in this article.*

In carrying out a huge program of highway, bridge and tunnel building in recent years the British Columbia government negotiated with hundreds of land owners. Land acquisition at certain points proved very costly and many settlements were obtained only after expropriation and arbitration proceedings, which in themselves were expensive.

The land owner in a key position on the new highway system was able to, and often did, hold the public to ransom. One such person owned 85 acres of land along the Fraser River at the point of the proposed (and now completed) Deas Island tunnel. He bought the land in 1954 for \$143,043, but refused the government's offer of \$280,000 (twice the price), demanding \$500,000. This kind of experience, repeated many times, led to the establishment of the Clyne Commission on Expropriation in 1961.

The inquiry touched on matters so fundamental and the scope of the inquiry, at the Commissioner's discretion, was to be so broad, that no "brief" could do complete justice to the subject. As a result most of the briefs were directed to particular aspects of the problem: the qualifications of appraisers, membership of arbitration boards, and so on. The CPAC-PIBC brief, in contrast, tackled such fundamental questions as common vs. individual rights in land, and the problems of betterment, and brought to the Commissioner's attention the use of planning tools such as replotting and homologation. The following are extracts from this brief.

## The rights of the Crown

Land is a unique and limited resource fundamental to all human activity. It is, in essence, the common pro-

perty of all mankind. The doctrine of eminent domain which, theoretically, makes the Sovereign the only absolute owner of land, springs from the recognition of the Crown as the representative of the collective rights of the people. In practice as in theory the Crown, that is, the community, holds the dominant right in land and it may, under a variety of circumstances, take land without compensation. It takes land upon failure to pay taxes (which are considered a first charge upon the land no matter what other charges have been registered on the title). The Crown may take land for public purposes, such as roads and dykes, without compensation. The Crown, and its creature the municipality, may regulate the use of land (and effectively "take" from some and "give" to others) through zoning. No compensation is payable.

It may be that the individual property owner often forgets the Crown's prior and dominant right, and that market prices reflect this forgetting. Public hearings on zoning resound with the complaints of individuals that zoning has reduced or will reduce the market price of their land. If such complaints were entertained, and the "taking" compensated for, then it would be equally necessary to consider enhancements in the market value of land and to obtain compensation from the owner for such enhancement.

## The problem of betterment

We suggest that it is in the public interest to consider whether publicly created values should be claimed by private persons or corporations, in particular those values resulting from the expenditure of public money on great new public works. The problem of expropriation and

expropriation prices is intertwined with this more fundamental question and cannot properly be considered outside the framework of this question.

Public action may enhance the value of land tremendously. An extensive literature on the increased land values resulting from bridge, highway, and rapid transit construction can be quoted in support of this contention. The principle of betterment requires that owners whose land increases in value by reason of a public improvement should specially contribute to the cost of the improvement. This principle is of ancient lineage, for as the Uthwatt Committee found, there is an English statute of 1427 A.D. which authorized commissioners of sewers to find out who held land which was drained by public sewers and to "distain all of them for the quality of their lands and tenements . . . to repair the said walls . . . so that no tenants of lands or tenements . . . which have or may have defence, commodity or safeguard by the said walls . . . shall in any wise be spared this . . ."

We do not raise the question of betterment merely to promote dispute and contention, although it is undoubtedly a contentious issue. We raise it in regard to expropriation on two grounds:

1. *Where there is a right of individuals to claim compensation from the Crown for "injurious affection" there should also be provision for a claim by the Crown for beneficial affection.*
2. *The public purse, which is called upon to pay for very large and very costly public works, is entitled to reimbursement from the values resulting from those works.*

#### **The price of land**

The public concern over expropriation matters is not so much with matters of procedure, although these are important, but with the exorbitant prices being paid for land. Aside altogether from expropriation awards, inflated and spiralling prices for land generally are frustrating public and private undertakings alike. We suggest that it is a proper concern of an Expropriation Commission to investigate the sources of this price spiral and to explore methods of restraining it.

Some countries have tried a price freeze on land, notably Holland and Germany. We do not think this is

desirable. (Germany has now abandoned this policy because it created a black market in building lots.) Some countries have adopted a policy of heavier land taxes, including Denmark, Australia, Jamaica and, in 1961, Germany. We suggest that the latter approach is a fruitful one in that it would tend to steady land prices but still allow the market to work.

The question is, are we doing without needed facilities because of speculative land prices? Are we getting inadequate school and park sites as a result of them? To discourage speculation in land would ease not only the expropriation problem but the whole problem of community development and redevelopment.

The secrecy which has become necessary regarding plans for public improvements (for fear of causing a price rise) extends even to relations between one level of government and another so that it has become impossible to adjust municipal plans properly to provincial plans. If land prices can be restrained, and if a sure and equitable system of awards can be established through such devices as a compensation code and a permanent arbitration board, the need for secrecy will be removed.

#### **Compensation for lands actually taken**

We consider that the price which the Crown should pay should be based on current market value. In no case should hoped for future value be an element of a compensation payment as it must be assumed that the current market value reflects potential.

Great care should be taken in the consideration of appraised values of improvements based on revenue from them, particularly when the improvements do not meet basic health standards or have been constructed or converted without benefit of permit. It is only reasonable that the Crown or its agencies should not have to pay for the capitalized revenue of illegal or unhealthful premises.

To arrive at a market value which is equitable from property to property and place to place, it may be desirable to establish some relationship between the price paid on expropriation to the value assessed for tax purposes. Persons who appeal a valuation for tax purposes are prone to offer reasons which purport to show the imputed market value is too high. And persons who appeal a

valuation for expropriation tend to argue that the imputed market value is too low. By establishing one valuation both for tax purposes and expropriation purposes, a good deal of opportunist and sanguine pleading would be eliminated, and undoubtedly better valuations would result from this double-edged scrutiny.

In this event the new board of expropriation appeals could become the board of assessment appeals also; this is in line with modern practice both in Britain and New Zealand.

#### **Compensation for injurious affection and disturbance**

In part, this vexed question is the reverse of the problem of betterment which we have touched on above. In part, it is a separate issue resulting not from the loss of land or from the public works ensuing, but from the actual expropriation proceedings (expenses of litigation) or from the practical results of the expropriation (costs of moving, severance, and the like). Other briefs are being submitted by experts on these technical matters; we confine ourselves to one comment on severance.

One possible way of removing the severance problem in expropriation is to take the entire parcel where any problem of severance is likely to arise. This removes the need for difficult valuation of the severed parts and it provides the opportunity of replotting the unused land and offering it for sale in the open market. There may be an increased value as a result of the work, or there may not. But in any case, some of the cost of land acquisition can be recouped.

#### **Replotting**

The Municipal Act in British Columbia allows a municipality to "replot" property line boundaries within any district it may define. This re-subdivision of the land can serve many purposes: realistic road relocation, elimination of wasteful road allowances, realistic relocation of private boundaries in relation to topography, and so on. The municipality under this legislation must prepare a new plan for the defined area, including the new property allocations for the affected owners. Owners representing 70% of the value of the total affected lands must agree to the scheme before it can be carried through.

Under replotting legislation owners are entitled only to receive property of a *value* equal to that previously held. The municipality is entitled to receive all "surplus lands", that is, in excess of the original value of the private holdings. The principle embodied in this legislation is worthy of wider application. It treats both the private land owner and the public agency in an equitable manner and in so doing makes clear that any increase in value within the affected area should be reaped by the community.

#### **Designation and homologation**

The present British law relating to town planning includes a "designation" principle similar to that of "homologation" operating in Quebec under the Napoleonic Code. Land may be "designated" as subject to compulsory acquisition by any Minister, local authority or statutory undertaker (public utility). When land is "designated" it means that it is likely to be compulsorily acquired in the near future. Approval of designation is made by the minister and he must not approve designation unless the compulsory acquisition is likely to take place within ten years. If nothing is done within twelve years, the owner of the land designated can require that it be purchased by the designating authority.

In the province of Quebec the land is "homologated" by the authority concerned (the Province or the municipality) by depositing with the Land Registry Office a plan of the parcels to be affected by a public improvement. The land so homologated must be purchased (at the market price at the date of homologation) within five years, or it must be released from homologation by that time. The Report of the Planning and Zoning Committee to the 1960 Convention of the Union of B.C. Municipalities recommended that the principle of homologation be adopted in British Columbia.

Many community works would be facilitated by the use of the designation or homologation process. It would be possible to plan development in a realistic way, and to stage public improvements over a reasonable length of time without fear of causing a price boom which would effectively reduce the economy of the work.



Service station on a small corner in a multiple housing area. Use of colour and materials, and the scale of the building lend themselves to the community.

## TRENDS IN SERVICE STATION DESIGN IN CANADA

J. H. Sherwood  
*Imperial Oil Limited*

There are some 36,000 retail petroleum outlets of all types in Canada. This total includes garages, body shops, automobile dealers, and paint shops—outlets that usually sell petroleum products as a sideline—that are not defined as service stations for the purposes of this article.

Service stations are retail petroleum outlets built specifically to dispense gasoline and other petroleum products, and to provide routine services (oil change, lubrication, minor tune-up, and mechanical adjustments) to the four million passenger vehicles presently using Canadian roads.

Today service stations tend increasingly to vary in design, according to their different functions. These include: the neighborhood station, in or adjacent to a residential neighborhood; the commercial station in a local shopping area, usually on a feeder road to a residential area; the major commercial station, on an urban through-route; the main highway station (which is becoming less rural in character); and the rural highway or small rural town station. Finally, a special type of service station is needed for controlled-access highways; but because unique factors determine its design and location, this type of station will not be discussed in this article.

The typical North American service station is a commercially glazed and decorated building, whose design and location on a piece of property is based solely on the needs of the automobile. There has been a tendency to neglect aesthetic considerations in service station design. Indeed, this has been the case with most commercial ventures. The typical post-war shopping center,

for example, is nothing but the same old row of "Main Street" stores, now surrounded by a jumbo-sized parking lot, boasting a capacity of thousands of cars per day.

Recently, however, some service stations and many of the newer shopping groupings have undergone important changes in building design, organization of parking areas, and in choice of lighting fixtures, accessories, and signs that improve their overall appeal.

In residential areas, service station design now reveals a more domestic feeling for materials, a different scale brought about by reorganization of the functional areas of the outlet, and a reflection of the economic character of the particular site, thus permitting more honest compatibility with community character.

More changes are sure to come, brought about partly by the changing needs of the motoring public, and partly by an awakened interest in freeing service station design from the traditional concepts.

#### **New Building Designs**

Today's cars require less routine service than in the past. But complex automatic equipment appearing on new cars requires more attention. The greater variety of vehicle service needs may result in less frequent use of the service bay hoist, permitting ceiling height to be lowered in some of the service bays. This will alter the traditional massing of the building and allow a fresh approach to design and layout. The usual front elevation of overhead door openings need no longer be fixed; instead, the doors may be placed to the side or rear. This will soften the commercial, or even somewhat industrial aspects of the buildings, and at the same time will allow more scope for changing the rest of the structure. This resulting flexibility in design will allow wider choice of exterior finish materials, colors, and general architectural treatments, and will produce buildings which are more adaptable to their environments.

Because of the increasing number and variety of accessories and parts required by the modern automobile, and because of the additional services now expected by the motoring public, the buildings will need more storage and working space.

Service station salesrooms have been traditionally about 200 feet square, combining display space, customer

waiting area, operator's office, and general circulation space. Now they will probably be larger, and their design will receive more attention. Customer areas will be separated from service bay areas, will resemble lounges, and will be made more attractive to women, who comprise about 49 per cent of a service station's customers.

Service stations are expected or required by law to provide public rest rooms (even in neighborhood areas). These, while already fairly elaborate in some stations, will receive design attention, too.

#### **Better Layout Possible**

The traditional location of service bay entrances at the front of the station has imposed limitations on vehicle circulation space. Certain rigid relationships—like the distance between pump island and building—have been the basis for municipal requirements governing such factors as set-back of islands from property lines or of buildings from street line.

The relocation of service bay entrances at the side or rear of the building will make drastic improvements in lay-out possible and may provide an opportunity for re-evaluating many municipal regulations.

Among the improvements, we can expect to see the building moved forward on the property, still without encroaching on normal building set-back requirements. This new position will open up parking space to the rear of the property, provide more space for snow removal, and will generally improve the street elevation. Smaller front yard areas can reduce the number of floodlight poles required for island and area lighting, or perhaps reduce the mounting height of fixtures, and result in improved design of the fixtures themselves.

#### **Location of Service Stations**

Service stations are indisputably necessary in our car-dependent society. During the short period from 1956 to 1960 Canadian vehicle registration increased by 23 per cent, but the total number of service stations increased by only 10.4 per cent during the same period.

Since the end of World War II most service stations have been built in urban or newly-developed urban fringe areas. At the same time the number of rural outlets has been reduced, since the greatest need for stations

has been in the newer communities. By 1960 approximately 70 per cent of Canadian service stations were located in major or secondary cities, or along main highways.

The wise choice of a service station location is important to the motoring public and is vital to the healthy operation of any oil company. Because a station is a long-term investment, and in view of the growth pattern of vehicle registration, it is desirable to build stations on properties large enough to serve the community adequately in the future as well as immediately.

Experience has shown that properties which cannot be expanded to match community growth tend to create crowded site conditions and parking problems. The process of acquiring neighboring property at such a late stage can create friction.

The problems associated with acquiring adequate property prior to initial construction of a station are numerous, and will probably become more and more difficult in the future. Therefore a realistic appraisal of community planning and of land use and zoning restrictions is desirable. The planners' awareness of the real implications of such restrictions would contribute much to striking a satisfactory balance among the interests of all concerned—the investor, the motorist, residents in the immediate neighborhood, and the whole community.

There is a trend today towards community planning for large areas of controlled growth with an eventual population of 20,000-50,000 people. Such a community will need at least one large commercial shopping development, centrally located. Group housing may surround this before the single-family units start to mass. Some pockets of other commercial development may occur through public pressure, and these locations, along with

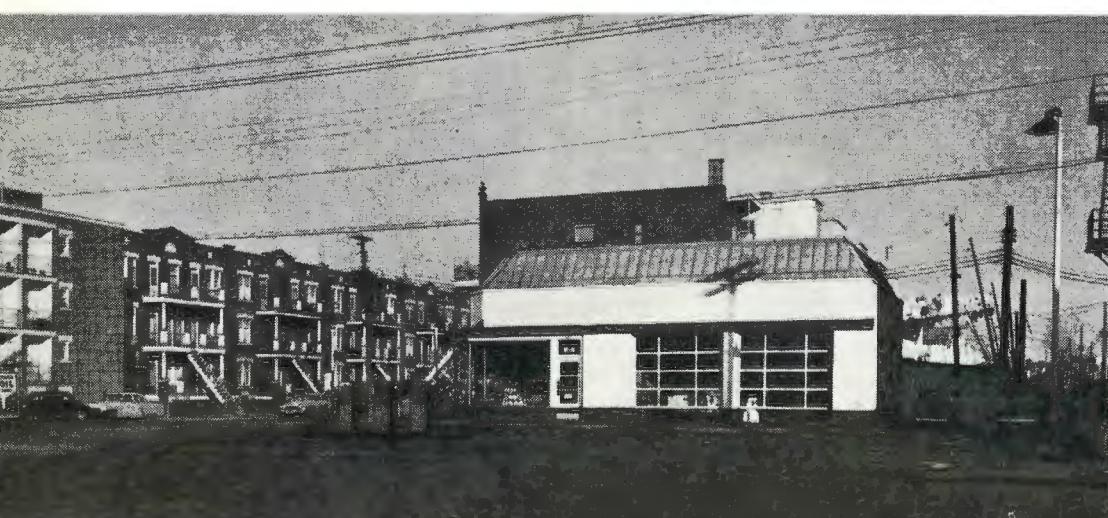
some industrially-zoned land, are often all that is allocated to possible service station development.

A real study of automobile service needs, related to location and density of family units, should be carried out in these situations, to suit present and future needs. The projected numbers of two or three-car families and projected miles of travel per vehicle per year should be taken into account.

Good service station design and construction—fully acceptable to all concerned—has been carried out in such a mass housing situation without resorting to the pretense that the service station is a house, complete with living room windows and front porch. In an honest approach to the design of a station for residential areas, entrance and exit ramps can be arranged with a sweeping connecting driveway across the pump islands, providing only enough additional pavement to allow temporary parking or access to side or rear service bays. These facilities may be screened with a fence or wall. The remaining front of the property may be landscaped. Accessories, lighting, fences, curbs, sidewalks, signs, and even pumps can be designed in a form appropriate to the needs of the community as well as the business.

All of these new developments can only be achieved provided adequate sites are obtained in the proper places. In this fast-growing country, acquisition of properly-zoned land suitable for development becomes increasingly difficult.

Restrictions limiting time between land purchase and start of construction may sometimes force an abortive effort, made in fear that suitable alternate sites may not be available in the future. Inadequate zoning of land can force a situation where the improvement cost is prejudiced in favor of high land cost—a fact of little interest



*Example of a restrictive height by-law forcing buildings to conform to a common situation. An unhappy result brought about by conformance to the letter rather than the spirit of the by-law.*



*New Service station in a residential area, featuring domestic materials and scale, with overhead doors located out of respect to adjacent housing.*

*(Photo: Neil Newton)*

to the public, but, of course, of vital importance to the investors. Unrealistic regulations regarding entrance and exit ramps may also make it difficult for a business venture to succeed. Similar restrictive legislation regarding number of sites, hours of operation, or types of merchandise to be sold, may often frustrate an investor and prevent him from providing the community with services it needs.

#### **Buffer Zones Desirable**

People naturally like to have gasoline and related service facilities reasonably close to home—but perhaps not right next door. The average person would rather live a block away, than immediately adjacent to, any commercial enterprise—be it a drug store, grocery store, bank, or service station. However, planners in most communities are faced with having contiguous residential and commercial property somewhere in their plans.

It would be desirable for all commercial land to be separated from residential land by a natural buffer strip—even a small one. Such buffer areas, set aside by the municipality in the initial planning, would serve both neighbors well, and at the same time would provide important visual or recreational space. In newly-developing areas, this would not be difficult; some planned communities have already done it.

Such provision by the planners can be of increasing benefit to the communities as the years go by. Provision for an adequate number of properly-zoned sites in the planning is equally important, of course. In this arrangement spill-over of lighting from commercial areas, often a problem with neighboring residential property, would be welcomed by users of such recreation spaces.

The cost of providing this open space—so sorely needed in most urban or suburban areas—could be shared by those who would enjoy its use. The benefits would be many, and permanent, and the cost would be small.

In general, service stations have suffered from many of the design defects that have characterised commercial construction of all types. This situation is now changing, and some outstanding work on service station design is being performed.

A vast amount of thought and effort is entailed in the development of a good community environment. A community must include residential, commercial and industrial activities, with full measure of equitable treatment to each.

Investors in service station construction who offer improved design are seeking the cooperation of municipal authorities, for good design of all visual aspects of the community benefits all of its members.

# PLAIDOYER POUR UN URBANISME QUÉBÉCOIS

Georges Robert—Urbaniste

*Le texte du discours suivant a été prononcé lors des journées d'étude de l'Association canadienne d'urbanisme, section du Québec, tenues à l'hôtel de ville de Trois-Rivières, au mois de janvier dernier.*

Pourquoi parler d'un Urbanisme Québécois? Comment concevoir qu'un Urbanisme différent puisse s'appliquer à la province de Québec? Quelles sont les justifications d'une telle prétention?

En fonction de ce que nous pensons et il n'est que de regarder autour de nous pour s'en convaincre, le Québec reflète un particularisme indéniable qui trouve sa justification sur le plan: linguistique, ethnique, social, économique, religieux, philosophique, géographique et historique, ceci nous a conduit à nous poser, inquiets, des questions auxquelles nous nous apercevions qu'aucune réponse jamais ne leur avait été fournie.

Cette inquiétude plusieurs la partagèrent avec nous, elle gagna plus avant et nous décidâmes de faire porter nos journées d'étude sur le thème "POUR UN URBANISME QUÉBÉCOIS".

Le vocable Québécois est cité ici en fonction de l'identité du peuple du Québec différent à tous égards des populations de l'Ontario, des provinces de l'Ouest ou des provinces maritimes et nous trouvons que par simple respect de l'exactitude même des termes, il est le plus propre ici à donner l'idée exacte et précise du thème central autour duquel vont graviter nos recherches.

Il s'agit ici d'Urbanisme appliqué et avant toute chose l'expression d'une définition valable et reconnue s'impose.

Celle à laquelle nous nous sommes arrêtés parce qu'elle cerne à notre point de vue avec rigueur l'idée que nous nous faisons de l'Urbanisme est celle-ci:

*"L'Urbanisme est l'art de concevoir et la science de réaliser la vie collective dans le domaine bâti. Il doit assurer à la personne, à la famille et aux diverses cellules*

*sociales un développement harmonieux dans le respect et la dignité; et de la liberté humaine aux meilleures conditions d'économie et de sécurité publique et privée".*

Un Urbanisme de cette trempe tout imbu d'humanisme replaçant les valeurs humaines au premier plan est le seul pour lequel nous acceptions d'être enrôlés, il est le seul qui se justifie, il est le seul contre lequel on ne puisse dresser de prétexte.

Sans nier l'homme il l'intègre au groupe, il conçoit le cadre urbain comme un tout à l'intention d'une communauté avec comme pensée supérieure la recherche à quelque prix que ce soit du bien commun qui s'identifie alors et toujours au bien particulier.

Cet Urbanisme que nous prenons, l'Urbanisme dont il va être question durant toute la journée de demain est celui qui veut préserver l'Homme en tant que capital inviolable, en tant que personne sacrée mais pour y parvenir cet Urbanisme veut détruire l'individualisme.

Jacques Maritain a écrit quelque part "qu'est-ce que l'individualisme moderne? Une méprise, un quiproquo: l'exaltation de l'individualité camouflée en personnalité et l'avilissement corrélatif de la personnalité véritable.

Dans l'ordre social, la cité moderne sacrifie la personne à l'individu, elle donne à l'individu le suffrage universel, l'égalité des droits, la liberté d'opinion et elle livre la personne, isolée, nue, sans aucune armature sociale qui la soutienne et la protège à toutes les puissances dévastatrices qui menacent la vie de l'âme, aux actions et réactions impitoyables des intérêts et des appétits en conflit aux exigences infinies de la matière à fabriquer et à utiliser.

Si avec cette poussière d'individus, l'Homme politique ou l'Urbaniste doit construire une cité, très logiquement

l'individu sera entièrement annexé au tout social, il ne sera qu'une partie infime du corps social.

Ainsi l'individualisme conduit-il inexorablement au collectisme et à tous les despotsmes: monarchiques, démocratiques ou étatiques. En tant qu'individu, partie, l'Homme doit être ordonné pour le bien du tout, pour le bien commun, mais pris comme personne destinée à la perfection spirituelle, le rapport est inversé et c'est la Cité qui doit être ordonnée pour sa destinée, la cité ne peut être conçue qu'en vue de la personne.

Et c'est ici que nous abordons la ligne-force de notre propos de ce soir, c'est ici que nous allons déborder du cadre général pour placer sous un éclairage particulier ce qui fait que nous sommes ensemble durant deux jours: *La prise de conscience du particularisme du Québec et le respect et l'affirmation de ce particularisme.*

Non pas en édifiant une muraille de chine autour d'une province en dressant un rempart inexpugnable entre un état et ses voisins mais en affirmant ses particularités, en déterminant son essence, en évaluant son dynamisme, en traduisant ce qu'est son âme, en cherchant à exprimer la densité de sa pensée et ce pourquoi inconsciemment au fond de lui même, il aspire à voir reconnaître son identité propre en un mot: sa personnalité.

En paraphrasant le grand poète Patrice de la Tour du Pin nous dirons que pour nous "Tout peuple est une histoire sacrée".

Il est indéniable que le peuple Canadien-français existe, il est indéniable qu'il possède son histoire propre, qu'il ne peut être confondu avec le peuple américain, le peuple anglais, français, italien, suisse ou le peuple des autres états provinciaux du Canada, ceci personne ne se hasarderait à me le disputer.

On s'imagine fort bien que le peuple mexicain soit à son aise dans un habitat conforme à ses moeurs, que sa petite maison basse aux gros murs blanchis à la chaux, que son église toute simple et pleine de spiritualité, son commerce traditionnel, ses réseaux voyers fantasques adaptés à des modes de locomotion bien particuliers, on comprend aisément que tout ceci l'attache à sa terre.

Malgré une économie cahotante, un standard de vie très moyen, on admet qu'il ait le goût de vivre dans ses

villes blanches dans ce cadre urbain et rural adapté aux contingences particulières de l'âme de ce peuple.

On admet aisément que le japonais à l'étroit sur ses îles étriquées soit tout à fait à son aise dans son habitat de papier et de bambou, que son minuscule jardin intérieur, l'agencement de sa maison, le groupement de celles-ci dans son village, son quartier, les ruelles claires de ses villes nettes et lavées, ses théâtres de rue, ses commerces ramassés et bigarrés, ses champs découpés au scalpel, ses paysages agencés avec un soin infini, où tout est disposé avec un rare bonheur et une minutie extrême orientale, où la route et le rail ne viennent point bousculer ce que la nature offre et que la surpopulation impose de conserver intacte comme un patrimoine sacré, tout ceci lui est chaud au cœur.

On n'imagine point un italien qui se sente mal à l'aise dans son village des Pouilles, de Toscane ou de la campagne florentine, on ne peut concevoir qu'il ne se sente pas intimement lié à ce passé de pierres rousses et de mosaïques aux tons pastellisés surgi du fond des âges.

Pauvre peut-être, frugal certainement, mais fier de l'encorbellement de son immeuble, de sa fontaine ouvragée de ses platanes centenaires, de sa route poussiéreuse, de son marché bruyant, de ses églises racées endormies sous la lumière tamisée de vitraux à la splendeur nulle part égalée. On conçoit que cet italien là soit heureux, on conçoit aussi que la fierté l'envahisse quand d'un regard circulaire il embrasse tout ceci qui est à lui et aux autres, à ceux de son sang, œuvre du génie de sa race, patrimoine commun de ceux qui peinent avec lui.

Et le suédois dans ses villes parfaites à l'agencement, mathématique, aux rues alignées au cordeau, dans sa nature domptée, ses meubles polis comme des fuselages d'avions supersoniques, ses cuisines laboratoires où s'élaborent des plats parfaitement hygiéniques, ses places publiques tracées avec une rigueur scientifique qui étonne et désarme son architecture polie, ses aménagements routiers parfaits et les mécaniques soignées que sont ses coopératives de production et de consommation est aussi satisfait dans ce cadre que l'italien, le japonais et le mexicain dans le leur.

Il correspond très exactement à son âme froide, à son esprit sans humour et méticuleux, il est un cadre digne de la beauté glacée de sa race.

L'Architecture et l'Urbanisme, la maison et la ville sont à chacun d'eux l'essentiel de leur raison de vivre, le cadre hors duquel ils se sentiraient dépayrés et dont ils se détourneraient.

Songerait-on à placer l'Italien moyen à Malmo? Le Japonais moyen dans un immeuble majestueux mais centenaire d'Assise ou de Fiume, le Suédois à Acapulco et le Mexicain dans un village des environs de Nagasaki que, la langue et les moeurs mises à part, le cadre urbain, le cadre familial leur deviendrait vite odieux et la vie insupportable.

Pourquoi le peuple Canadien-français ne pourrait-il pas revendiquer un Urbanisme et une Architecture domiciliaire dignes de lui, conforme à ses goûts, à ses aspirations profondes, à son éthique et à son esthétique.

Pourquoi ne pourrait-il pas prétendre avoir enfin dans ses villes en perpétuel devenir des unités de voisinage, ses paroisses adaptées aux formes urbaines où l'existence est axée sur les institutions de savoir école, église et pavillon paroissial plutôt que sur le centre commercial *nec plus ultra* de l'urbanisme d'autre 45<sup>e</sup> parallèle.

Pourquoi le peuple Canadien-français ne pourrait-il pas prétendre et imposer son désir de vivre dans des villes faites pour lui, dans des villes au caractère particulier, distinctes de celles qui jalonnent impersonnelles, monotones, insipides les routes de certains territoires Nord-américain.

Pourquoi le peuple Canadien-français se verrait-il frustrer du droit de vivre dans un cadre urbain conçu à

son intention, un cadre où sa personnalité puisse s'épanouir, un cadre qui respecte son mode de vie, qui soit le reflet de sa culture, un cadre où se décèle son origine propre qui s'adapte à sa conception de l'existence.

Pourquoi le peuple Canadien-français ne réclamerait-il pas une architecture domiciliaire directement inspirée de ses origines historiques, de sa culture.

Oui pourquoi?

Pourquoi le peuple Canadien-français n'exigerait-il pas qu'on prenne en considération son passé, duquel il n'a aucune raison de se détourner, de sa culture, l'une des plus riches du monde des plus vivifiantes, servie par une langue d'une précision, d'une richesse incomparable.

Qu'il en soit fier est à son honneur, qu'il veuille conserver cette culture est son devoir le plus strict, qu'il se fasse exigeant pour que le respect de cette culture se devine dans l'aboutissement final: la ville est son droit imprescriptible.

C'est à nous tous réunis ici, c'est à nous tous durant cette journée de quête, quête d'une expression artistique et technique conforme aux voeux d'une population au caractère unique, c'est à nous que va revenir la redoutable, l'estimable responsabilité de définir ce qui jusqu'ici n'a encore jamais été tenté: *la philosophie d'un Urbanisme Québécois*.

Et si nous parvenons à clarifier nos idées, à mettre de l'ordre dans des principes trop souvent flous, à apporter quelques précisions, à formuler des souhaits qui ne demeurent pas tout platoniques, nous pourrons dire que ces 12 et 13 janvier 1962, n'auront pas été inutiles.

Et qu'un jour notre très modeste contribution soit reconnue pour valable et ce sera là notre unique, notre grande récompense.



*The Shopping Centre at Elliot Lake, an Improvement District whose problems made headlines across the country. (CMHC photo)*

## THE IMPROVEMENT DISTRICT

*a case study of resident non-participation in local government in Ontario*

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Non-participation in local government is not a rare occurrence in Ontario. What is rare is a form of government which by design effectively prevents individual involvement. Within the forms of municipal government is the category of "Improvement District", a type of local government organization possibly unheard of by most. It is, as will be illustrated, a system in which the citizens have no opportunity to elect their local officials. One of the aims of this article is to provoke careful thought on the extent to which we really value democratic local self-government.

Why, in a political environment committed to the principle of local autonomy is rule by administrative fiat condoned? The system of Improvement Districts does work, but surely this begs the question. Would it not work as well with some modification in the direction of greater local self government? And would this not impart to the residents of these areas a greater interest in their community?

The best manner in which to depict the rise of the Improvement District is to use the Ontario Department of Municipal Affairs' own words, as these indicate the

philosophy behind the inception of this type of municipal organization. What follows is taken from the Seventeenth Annual Report of the Department, for the year 1950:

In 1943 the Municipal Act was amended to provide for the incorporation of Improvement Districts having the municipal status of towns, townships or villages. . .

The purpose of providing for the erection of improvement districts was:

1. To encourage the inhabitants in territory without municipal organization in Northern Ontario to set up municipal organization.
2. To provide some control over the development of the area pending the creation of a municipality with an elected council.
3. To provide, under the supervision of the Department, continuity of administration by trustees, until such time as the officials have become familiar with their duties and responsibilities as municipal officials, and the inhabitants of the area have an opportunity of learning some of the responsibilities they must assume as ratepayers of a municipality with an elected council.

When incorporating an Improvement District *it is always done with the hope that the area will grow into full municipal status.* (my emphasis)

The Annual Report of the Ontario Department of Municipal Affairs for 1955 describes the approach used by the government:

In 1944 in an effort to encourage orderly and more efficient municipal development — with an eye particularly on Northern Ontario — provision was made for a short intermediate or tutelage stage. . .

Usually if possible these trustees are residents of the District and are selected from different walks of life.

Departmental supervision affects every action taken by the board of trustees.

When an Improvement District is incorporated it is expected that *as soon as practicable a change will be made in its municipal classification thereby providing administration by representatives elected by the ratepayers.* (my emphasis)

Between July 1944 and January 1959, 28 Improvement Districts were established, but by January 1960 only eight of these had achieved the status of a township or town.

The Ontario Department of Municipal Affairs was established in 1935, largely as a result of the distressing spectacle of defaulting municipal debentures and the virtual bankruptcy of many centres. The legal parent

of the Department is the Department of Municipal Affairs Act; the real power of this statute is found in Part III which deals mainly with defaulting municipalities but, by reference, includes Improvement Districts. As an illustration of the power given, Section 30 states ". . . the Department has and may exercise the powers conferred on it . . . and such additional powers as by any order of the (Ontario Municipal) Board . . . may be conferred on it, and may do all things necessary or incidental to the exercise of such powers." Once an order has been made by the Ontario Municipal Board with respect to a defaulting municipality, giving the Department charge over the administration of the municipality's affairs, the complete fiscal management of the local authority comes under the jurisdiction of the Provincial civil service. These extensive delegated powers cannot be questioned legally with much effectiveness, for the Province's fundamental authority to create forms of local government to meet the needs of its inhabitants is one of the powers assigned to it by the British North America Act.

In 1943 the Municipal Act was amended to provide for the incorporation of Improvement Districts which are, as Ian M. Rogers notes in his definitive text on Canadian municipal law, the "lowest on the scale of government units recognized by the Municipal Act". This type of organization was designed for areas with transient populations that fluctuate due to the economic nature of the locality. Of the twenty Improvement Districts in Ontario today, half are mining communities and the majority of the remainder are pulp and paper centres. All except Bicroft are in northern or north-western Ontario. The Improvement Districts put together have a population and assessment roughly equal to the City of Guelph. To be precise, 37,118 Ontario residents lived in Improvement Districts in 1961. Their total assessed valuation was \$48,761,084 (which does not include any valuation for the mining properties contained within their boundaries).

The following table shows the population trends in the most populous Improvement Districts, specifically those which have at any time numbered 1,000 or more people. These figures have no bearing upon the extent

to which the populations of Improvement Districts are transient, but they do cast a certain shadow upon the assertion that their populations fluctuate to any marked degree.

POPULATION IN IMPROVEMENT DISTRICTS (1,000 OR MORE AT ANY TIME)

	1950	1955	1956	1957	1958	1959	1960
Balmertown	—	1,062	1,077	1,077	1,395	1,479	1,577
Beardmore	897	1,099	1,099	1,099	1,137	1,137	1,125
Bicroft	—	—	—	—	1,370	1,257	905
Elliot Lake	—	—	—	18,000	22,177	24,887	15,690
Manitouwadge	—	—	1,250	1,664	1,979	2,373	2,480
Marathon	1,700	2,285	2,391	2,429	2,438	2,425	2,538
McGarry	2,187	2,496	2,690	2,976	3,007	2,969	2,944
Onaping	—	—	914	946	966	999	1,065
Red Rock	1,411	1,795	1,780	1,810	1,885	1,614	1,740
Val Albert	—	1,845	1,949	2,087	2,291	2,381	2,556

Source: *Annual Reports of Municipal Statistics issued by Department of Municipal Affairs ("Blue Book")*.

For all government matters these municipalities are controlled directly by the Department of Municipal Affairs. All Improvement Districts in Ontario are subject to Part III of the Department Act; all fiscal matters from debenture issues to budgets to individual disbursements must be approved by the Department before they are legal and valid acts of the municipality. In every Ontario municipality, by-laws related to zoning, and certain money by-laws are subject to the approval of the Ontario Municipal Board before they are legal acts; however, it is a statutory requirement that the Department gives its approval of *all* by-laws of the Improvement District. The local residents who act as members of the Board of Trustees are appointed by the Lieutenant-Governor in Council, and hold office at pleasure (that is, with no fixed term of office). Section 522 of the Municipal Act states that "... its [the Improvement District's] powers instead of being exercised by a council shall be exercised by a board of trustees."

The Municipal Act does provide for the election of Trustees, but the acquisition of the right to hold an election is a rather formidable process. First, a by-law must be passed by the Trustees. Then, the matter is put to a vote of the local ratepayers. As a final obstacle, this process can be initiated only after the District has been in existence for over three years. The first hurdle to pass is the by-law which has to be approved by an official in the Department of Municipal Affairs in order to be a valid and legal act of the Corporation. It is

difficult to discover, either formally or informally, whether such a by-law has ever been forwarded to the Department. What is certain is that there has not been an election of a Board of Trustees in any Improvement District.

The appointment of Trustees is defended on the grounds that the highly transient populations of these areas are not really well fitted to elect their local governments, and that it would be unfair to burden the municipality with the costs of an election when in essence the Trustees are nothing more than advisers to the Department. If the community wants to be autonomous, so runs the argument, let it apply to the Ontario Municipal Board for incorporation as a town, village or township. And indeed, some have. Red Lake, which is largely a dormitory community for the gold mines at the Improvement District of Balmertown, recently had its status raised to that of a township. In June of 1961, however, the Ontario Municipal Board refused a similar request from the Improvement District of McGarry on the grounds that, on the evidence presented, such a change was not warranted.

The argument that an Improvement District dissatisfied with its status may apply for a change in that status only serves to cloud the real issue. Most of the areas concerned are one-company towns. Attempts are made to diversify the memberships of the three-man Boards of Trustees in order to reflect most segments of the community, but these have not always been successful and the company interest is the dominant one reflected. For example, in September 1961, of the 20 Improvement Districts each having a three-man Board of Trustees, 29 Trustees were employees of the dominant industry in their respective communities, four were employed by service industries, 14 were self-employed, five were civil servants (federal, provincial or municipal) and the employment of eight Trustees was unknown.

Just under 50% of the members of the Boards of the 20 Improvement Districts, therefore, while appointed by the Provincial cabinet to advise on the affairs of the municipality, are employees of the major, usually the only, industry in the community. Elected Boards would,



*View of an attractive residential section at Elliot Lake. (CMHC Photo)*

in all probability, also reflect the dominance of the company interest, but at least they would have the virtue of being the free choice of the local taxpayers.

It is a reasonable assumption that the industrial concerns active in these areas for the most part prefer Improvement District status as, generally, they feel that provincial authorities are more responsive to central pressure than to the pressure that can be exerted by the diversity of interests represented in the usual elected municipal council. The level of municipal expenditure in an Improvement District is bound to be reflected in the company's cost of doing business. Domination of the Board of Trustees gives the company a degree of control over municipal expenditure. To expect the companies to be displeased with this arrangement is to expect a good deal.

A partial solution to the dilemma of allowing some real democracy to have way in these areas, without seriously affecting the Department's constant demand for firm control, is available within the existing machinery.

If the area is a mining municipality (10 out of the 20 Improvement Districts are) local autonomy as expressed by the free election of local councillors can be respected, and control still retained by the Province to the extent deemed necessary, under the device known as the "designated mining municipality". This designation is implemented as an exercise of power by the Minister of Municipal Affairs, under Regulations issued under the Assessment Act.

These "designated mining municipalities", of which there are 57 in Ontario, are areas where by far the greatest real property holdings are the producing mines. To avoid a situation which under normal procedures would have the greater part of the municipal expenditures being financed by the taxes on mining property, and since the "actual value" placed upon a mine is bound to be highly problematical, mining properties are assessed on the basis of their annual earnings rather than their "actual value". Through a rather complicated and slightly strained formula, a figure known as the

"mining revenue payment" is derived. This sum is paid by the Province of Ontario to the individual municipality annually and varies because of its factor composition. Discretion is granted to the Department of Municipal Affairs to maintain some balance in the payment by gradually adjusting the loss of revenue (caused when a mine ceases operation) to cushion the adverse economic impact of the removal of a main municipal revenue source.

If the approval of the Minister of Municipal Affairs is not obtained for such things as estimates, amounts included in estimates, the imposition, rating and levying of all rates, the sale or other disposal of any assets, "the Minister may withhold the whole or any part of a payment from the mining municipality". To the extent that the Minister is responsible to the Legislature for the administrative acts of his officials, a taxpayer control still exists. Here, all normal appurtenances of local government prevail, notably elected representatives.

The control retained by the Department under the "designated mining municipality" categorization, while not as stringent as that under the improvement district status, still is very real by virtue of the requirement of Departmental approval on most fiscal matters. Since the very existence of mining communities depends on the productivity of the mines, they are relatively unstable financially; the stabilizing influence of provincial control over finances is essential. History has shown that it may only require weeks for a bustling community to become a virtual ghost town.

This suggested solution does not aid those Improvement Districts which are not mining centres. For these, if control at some level must be retained, another alternative should be found.

In most of the stable industrial Improvement Districts, large expenditures have been made by the companies to provide ample residential, recreational and other facilities to promote a full family life for the settled work force.

This benevolence, and the resultant dependence on the part of the employees, militate, naturally, against agitation for self-determination. This is not to say, nor is it implied, that company paternalism prevents the normal functioning of social life in these communities.

Much good has come to communities such as Elliot Lake, Bicroft, Manitouwadge, to mention only a few, where all the Province's resources of expertise and initiative have gone into creating workable and pleasant communities out of wilderness, while at the same time exercising a measure of control over development.

Taxes in Improvement Districts are, with the exception of the mining areas, levied and collected in the normal manner. The Province's position as a stabilizing force is reflected in the favourable reception given the debentures of these corporations in the bond market. Thus, most of these northern communities have municipal services sooner and in greater abundance than their neighbouring towns and villages. A natural result of the Province's reassuring presence is that it is not uncommon for the mining companies themselves to purchase the bulk of municipal debentures offered.

Some measure of autonomy, if only the election of a Board of Trustees which remains merely advisory, should be permitted in each of these communities. Elected Boards are the rule in the Improvement Districts of British Columbia, New Brunswick and Nova Scotia. Those of Alberta, Saskatchewan and Manitoba function under "advisory boards", but only in Alberta are these appointed by the Province. Saskatchewan allows rate-payer groups to organize these boards, and Manitoba provides for election. Surely one or other of these methods could be adapted to meet Ontario conditions.

Does it not seem unwise to sustain a form of government which is the antithesis of our heritage, and which deprives a large number of Ontario citizens of the training in citizenship which may be acquired through participation in local self-government.

# LE REGLEMENT DE ZONAGE ET SON APPLICATION

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Le plan directeur d'une ville est indispensable à l'expansion urbaine et presque tous l'admettent, mais combien réalise les difficultés de sa mise en vigueur. Ce n'est pas tout de posséder un beau plan préparé suivant les données d'un urbanisme rationnel, il faut, dans les années à venir accomplir les étapes qui en feront une réalisation durable. Ceci implique un travail quotidien, une volonté à toute épreuve pour repousser les suggestions tendencieuses, dictées seulement par l'intérêt personnel de quelques-uns. Aussi, le législateur donne les moyens nécessaires aux administrateurs municipaux pour mettre en oeuvre les projets et les principes qui en sont la base.

Le premier moyen est l'homologation des terrains nécessaires aux voies de circulations, les centres communautaires et administratifs, etc. Le deuxième moyen est le règlement de zonage et de lotissement et le règlement de construction.

Considérons l'application du règlement de zonage et de lotissement qui définit, comme on le sait, l'usage et les dimensions des terrains et des bâtiments suivant certaines normes. Un tel règlement et le plan qui l'accompagne sont préparés en considérant, dans les sections déjà construites, les usages établis depuis nombre d'années tout en les conciliant, si possible, avec les principes utilisés dans la préparation du plan directeur. Une fois cette tâche accomplie et le règlement adopté, son application quotidienne présente des problèmes de toutes sortes. En effet, l'officier municipal chargé d'appliquer et de faire respecter les exigences de ce règlement, est aux prises avec les intérêts privés, passant par toute la gamme des valeurs; depuis la grosse compagnie aux influences financières jusqu'au simple particulier utilisant des arguments émotifs ou de sympathies.

Refuser l'usage demandé par un contribuable, propriétaire d'un terrain depuis plusieurs années, est une tâche ingrate et difficile. Les raisons motivant cette demande sont parfois raisonnables, mais le directeur de

l'urbanisme doit les examiner avec soin avant de faire des recommandations pour modifier le règlement. Il doit évaluer la sincérité des arguments qu'on lui donnent et recommander la solution la plus équitable tout en respectant les principes de base.

Ainsi, une demande d'opérer un commerce à un endroit spécifique dans une zone résidentielle, doit être refusée, si une zone commerciale est à proximité. Son acceptation aurait pour résultat de parsemer la ville d'ilots commerciaux, placés à tort et à travers, détruisant l'ordre que l'on cherche à atteindre par le plan directeur. Si une telle demande est approuvée, comment en refuser de semblables plus tard?

Parfois, les requêtes sont à l'effet de rendre unifamiliale, une zone dans laquelle les résidences bifamiliales sont permises. A première vue ces demandes sont anodines, mais de tels changements détruiront l'équilibre des cellules dont les limites sont établies au plan directeur. La population d'une cellule est calculée suivant une densité bien établie et ignorer cette densité occasionnera des cellules sous-peuplées. Or comme les limites des cellules sont des voies de circulation homologuées, il est impossible de les modifier sans créer des problèmes aux répercussions incalculables.

Les demandes en sens inverses, créant une densité de population plus élevée que celle prévue auront le même effet.

Il n'est pas rare de recevoir de telles demandes et les refuser étonne les réquerants qui jugent, à priori, que vous ne connaissez rien en urbanisme.

D'autres demandes sont à l'effet de réduire les cours latérales ou les cours arrières avec l'argument que les plans du bâtiment sont terminés, donc impossible à modifier. Comme il eut été plus simple d'obtenir les informations nécessaires avant de préparer les plans. Cette remarque obtient généralement pour réponse: "Je ne savais

pas". Tout se résume à l'ignorance du public en général, ignorance qui atteint souvent l'incompréhension lorsque l'intérêt personnel est en jeu. Un homme intelligent dans la réussite de sa profession ou de son commerce est trop souvent réfractaire aux données d'un zonage rationnel.

Cependant, nous réalisons que depuis quinze à vingt ans l'opinion du public a évolué énormément. Le concept "Urbanisme" a fait son chemin dans les esprits et la majorité a tout de même une idée générale de ses exigences.

Les industriels, les premiers, ont compris l'avantage du zonage qui protège le voisinage de leurs établissements. Un grand nombre de particuliers se renseignent avant d'acheter un terrain et même les spéculateurs comprennent souvent l'avantage d'un urbanisme bien pensé et qui les aide dans leur projet.

Le progrès réalisé dans ce sens est réconfortant, mais il faut intensifier l'information si nous voulons atteindre le but que nous nous sommes fixé: "La réalisation du plan directeur". Quels moyens prendre alors, pour obtenir un jour, un public réceptif à nos exigences. Plusieurs moyens se présentent à notre esprit:

Education des écoliers et écolières au niveau secondaire —

Education par la presse, la radio et la télévision —

Education par les conseils et l'encouragement donnés par un officier municipal compréhensif —

L'exemple d'une réalisation bien faite dans la municipalité considérée —

La création d'une Commission Consultative formée de citoyens bien pensants —

J'ai encore à la mémoire des questions posées par des écoliers et écolières visitant les services municipaux et auxquelles nous expliquions le plan directeur, questions dénotant des esprits en éveil et avides de comprendre. Je suis convaincu que ces jeunes retournèrent chez eux enrichis par l'expérience. Un programme de visite de ce genre préparera les citoyens de demain à devenir conscients des obligations imposées par la vie collective.

La culture de relations cordiales avec la presse, la radio et la télévision aide énormément à propager les idées par ces médiums d'information.

De même l'emploi de quelques instants à informer un contribuable avide de renseignements n'est pas perdu et

l'officier municipal responsable de l'application du plan directeur et par suite, du règlement de zonage, doit saisir toutes les opportunités de propager les avantages du zonage.

Un développement réussi dans les limites d'une ville est aussi une aide précieuse pour l'officier municipal. C'est un exemple qui prêche par son existence même en faveur d'une planification rationnelle. Les visiteurs réalisent devant le fait concret d'une telle réalisation, les avantages de vivre dans un secteur bien aménagé. Ils sont alors réceptifs aux idées et aux principes de l'urbanisme parce qu'ils en ont vu le résultat tangible.

Enfin, la création d'une Commission Consultative d'Urbanisme, composée de citoyens bien pensants et animés d'un esprit civique en éveil aidera l'officier et le conseil municipal dans l'application quotidienne du zonage.

En résumé, l'application d'un règlement de zonage se fait, non pas avec un esprit rigide et inflexible mais, avec un esprit ouvert aux problèmes présentés par chacun. Sans toutefois oublier les principes de bases et considérant toujours l'intérêt général avant l'intérêt individuel. C'est-à-dire que le résultat de l'ensemble primera toujours dans un concept assez vaste pour juger de l'influence apportée par telle ou telle modification au bien-être de la collectivité.

Ne l'oublions pas, le zonage bien compris et bien appliqué, favorise dans une ville l'avancement de la culture, de l'industrie et du commerce, tout en apportant aux citoyens une vie agréable leur permettant de se développer spirituellement, intellectuellement, socialement et physiquement.

Le choix du tracé des grandes voies de circulation, de l'emplacement des sites pour les églises, les écoles, les centres communautaires, les parcs et terrains de jeux permettra d'atteindre l'idéal d'une vie bien ordonnée dans une ville. L'élimination des problèmes de notre siècle, nés surtout de l'automation, rend possible aux citoyens, la poursuite de l'idéal d'une vie familiale, base de toute vie heureuse.

L'application d'un règlement de zonage bien pensé s'avère donc une tâche humanitaire, supérieure aux intérêts particuliers cherchant à le modifier.

# BOOKS

## LAND FOR LEISURE

The Lower Mainland Regional Planning Board of B.C. has issued this 59 page report with maps and photographs which deals with the urgency of preserving open space for leisure time. Copies are limited, but some may still be available from the Board at 624 Columbia Street, New Westminster, B.C., at \$2.00 each. The following is an extract from the summary and the recommendations.

1. Outdoor recreation, apart from its social value, is an important element in the economy of the Lower Mainland region and gives rise to annual expenditures amounting to tens of millions of dollars. In addition many of the features which support outdoor recreation also contribute to the 60 million dollars a year tourist industry.

2. In the metropolitan area we are far below accepted standards for developed major parks; in the long run only full development of all our known resources will enable us to maintain even this modest performance; and a number of key sites, especially beach areas, are not yet in public hands.

3. In the valley area our best parks, especially Cultus Lake, are used to overflowing; new parks are well patronized as soon as they are open; the demand can be expected to increase four or five times in the next 20 years; and our best known resources will only meet this need for 20 to 25 years.

4. There is tremendous pressure on public golf courses in the metropolitan area; private courses are being liquidated or pushed out of the urban area by land taxes; and only about half the number of new sites which will be needed within 20 to 25 years appear available within the area.

5. Provisions for skiing are quite inadequate despite the existence of suitable mountain slopes; and not only has the local demand been severely throttled, but a substantial proportion of local skiers now leave the region to ski.

6. We are short of marine parks and launching points in the face of the growing popularity of boating.

7. The lands which support hunting and fishing are being steadily whittled away under the pressures of urban development.

8. At the moment there are no clearly defined areas of responsibility for major park development. It is suggested that the

B.C. Department of Recreation and Conservation should generally be responsible for forest-area parks and non-urban areas.

9. Local efforts to provide adequate space and facilities for outdoor recreation have been utterly inadequate during the last decade, primarily because there has been no common effort on the part of the Lower Mainland municipalities. Unless co-operative arrangements are made we can see little improvement in the future because the distribution of major park sites is uneven and the municipalities with most undeveloped resources are those least able financially to develop them. It is suggested that the area of intermunicipal cooperation for this purpose should embrace the present metropolitan area plus Langley and Matsqui.

10. The day of "windfall" park sites and wide open spaces in the Lower Mainland is over and we are entering a new phase involving the purchase and development of park sites. Outstanding among the sites which should be acquired are beach areas at Tsawwassen and Boundary Bay.

11. An intensive park planning programme is urgently required, which should be carried out cooperatively between the Lower Mainland Regional Planning Board and the B.C. Department of Recreation and Conservation.

12. A coordinative body would be desirable to focus the efforts of the many recreational organizations and associated commercial interests on their common land problems.

Five recommendations were proposed:

1. That the Lower Mainland Regional Planning Board report to the Minister of Municipal Affairs, for his information in connection with his studies of the need for metropolitan services, its finding that the development of major parks in the Lower Mainland should be administered partly on an intermunicipal basis and partly on a provincial basis. It should further suggest that the intermunicipal area for this purpose should include Langley and Matsqui in addition to the metropolitan areas as presently defined.

2. That the Board report to the Minister of Recreation and Conservation its concern regarding the preservation and development of major park sites serving the Lower Mainland region. In particular it should request him to acquire key sites where

these are not now publicly owned, especially such beach properties as those at Boundary Bay and Tsawwassen Beach, in order to save them at least until an intermunicipal park agency has been established.

3. That the Board request the Minister of Recreation and Conservation to authorize the Parks Branch of his department to collaborate with the Board's staff in an intensive planning study of recreational land and facilities for the Lower Mainland region, and to make adequate provision for this in his department's estimates for the forthcoming fiscal year.

4. That the Board request the Minister of Recreation and Conservation in conjunction with the B.C. Minister of Agriculture to take up with the Department of Agriculture for Canada the possibility of obtaining federal assistance under the Agricultural Rehabilitation and Development Act for a study

of the Lower Mainland region with particular reference to the needs of recreation as well as agriculture.

5. That the Board investigate ways and means of bringing about the formation of a Council of Outdoor Recreational Organizations to act as a focal point, for the citizen's interests in recreational land.

The Lower Mainland Regional Planning Board of B.C. consists of representatives of the municipalities and unorganized areas of the Lower Fraser Valley with jurisdiction from Vancouver to Hope. It is authorized and governed by the Municipal Act, by which it is charged with the duty of preparing plans for the physical development of the Region. It is financed by its member municipalities and the Government of British Columbia through the Department of Municipal Affairs.

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## BUILDING BY LOCAL AUTHORITIES

*The report of an Inquiry by the Royal Institute of Public Administration. By Elizabeth Layton. Published by the University of Toronto Press. \$1.00*

This book is the report of an inquiry by the Royal Institute of Public Administration. In 1952 the Institute decided, in the words of the Preface, "to undertake a series of major research projects on subjects of current importance to the public services". This book is the fourth of the series.

There is no doubt of the subject's current importance to the public services; in the first fifteen years after the war Local Authorities had built two million out of three million newly erected dwellings and had provided three million new school places. 1953 was their peak year, with a capital expenditure on Housing and Education of £471 million, and not till 1958 did the total drop be-

low £400 million. Even then such expenditure was still fifteen times larger than that on any other type of Local Authority building. Moreover the decline does not mean that Local Authorities will cease to be big users of the building industry; but rather that the post-war housing crisis is past. School building, increasingly important since 1950, continues at a high level; and slum clearance and overdue redevelopment can now be tackled.

The Institute's book thus comes at a convenient time, for the Local Authorities have a formidable responsibility in these new fields and will be judged with a hypercritical eye. The book's recommendations can help them to be successful.

The study's terms of reference broadly covered the forms of organisation of Local Authorities for building and maintenance purposes; and the work was done by a full-time research officer, Mrs. Layton, with the help of a fifteen-mem-

ber steering committee of architects, engineers and others from Local Authorities. Their conclusions are moderate and not surprising.

The main plea is quite rightly for greater coordination. Time and again in the study the chief criticism of current methods is that projects suffer through insufficient planning time or unexpected changes of policy or confusion of responsibility. This is an ever-present difficulty in Local Government: the system of shared financing, among other reasons, means the Central Government has to maintain a close control of Local Government activities; and the different sizes and types of local authority unit complicate matters further. Thus a huge midland County Borough has the same sort of responsibility for housing as a small non-County Borough; yet their facilities are obviously different. The methods of control by Government Departments affect greatly the efficiency of Local Authorities, and the

study claims that there is more variety than is justified by the different types of building required. (In some cases, for instance, initiative rests with the Local Authority; in others with the Government Department.)

The basic need, it argues, is for certainty and clarity in the Central Government programme. The Ministry of Education, with a clear responsibility and a consistent policy, has been able to fix its building programmes two-and-a-half to three years in advance. The Ministry of Housing and Local Government, in contrast, has had to submit to changes in Government policy, with far too short a planning period: housing programmes have been fixed only one year in advance. It would certainly be an improvement if the Ministry of Education's example was followed.

Coordination is again the theme of the chapter on Committees, for a big problem in Local Authority building is the division of functions between engineers and architects and the clarification of responsibility. The need for clear assessment of priorities in capital programmes is also underlined.

The same theme recurs in the Institute's liking for negotiated contracts, which enable builder and Local Authority to collaborate in the planning stage; and its advocacy too of tendering from selected lists of contractors is based on the belief that wasted tenders in open tendering may lead to lower standards. An improvement in the information and time given for tender to contractors is recommended.

The other important recommendation is an exhortation to Local Authorities to pull up their maintenance socks; the stock of Local Authorities' buildings is now very large, and it is disconcerting to find that such an exhortation to efficiency in maintenance organisation is needed.

An interesting development which arouses the Institute's enthusiasm is CLASP—the Consortium of Local Authorities' Special Programme. This involves coordination among some of the Authorities for development of tech-

nique in school building. The results have been impressive, and the Consortium now has a small permanent staff to advise its working party. Membership involves commitment for only a year and does not impinge on individual Authorities' responsibility. It is an encouraging trend towards cooperative methods, although the Central Government's authority might be diminished if they were developed too far without due care.

The presentation of the Report and its conclusions are admirably clear.

Colin Ure,  
Carleton University.

### THE FUTURE METROPOLIS

*A collection of 12 papers, edited by Lloyd Rodwin. Published by George Braziller, Inc., 215 Park Avenue South, New York 3, U.S.A. \$5.00*

The essays in this book were originally published in the Winter 1961 issue of DAEDALUS, the Journal of the American Academy of Arts and Sciences, which was guest-edited by Lloyd Rodwin, Chairman of the Faculty Committee of the Joint Centre for Urban Studies of MIT and Harvard, and Kevin Lynch, Professor of City Planning at MIT. The contributors were asked to "assume that, in significant areas of the world and within a period as short as fifty years, the majority of the world's population will be accommodated in vast metropolitan complexes, each on a scale of twenty million people or more . . . to consider what might be lost in such a future world, and even more importantly, to define the inherent values of metropolitan life and to suggest how they could be enhanced. If the metropolis is inevitable, we might also speculate on the form it should take and the facilities it should have, if this new way of living is to be the best man has yet enjoyed. The contributors were urged to explore the possibilities for action along two lines: the measures within our present reach and also those on the horizon

that require an increase in our understanding or acceptance or that demand technical, economic, or administrative means not yet in existence."

Contributors to this collection are: Oscar Handlin, Raymond Vernon, Aaron Fleisher, Edward C. Banfield, Kevin Lynch, Karl W. Deutsch, John Dyckman, Lloyd Rodwin, Morton and Lucia White, Gyorgy Kepes, and Martin Meyerson.

### THE DYNAMICS OF INDUSTRIAL LAND SETTLEMENT \$5.00

### INDUSTRIAL LAND PROSPECTS IN THE LOWER MAINLAND REGION OF B.C. \$2.00

*Two publications of the Lower Mainland Regional Planning Board of B.C., 624 Columbia Street, New Westminster, B.C.*

These two publications form the last two parts of a four part study of industry undertaken by the Lower Mainland Regional Planning Board. On style alone, they might well serve as a model for reports by other boards; clear, unpretentious prose, spiced with humour, is becoming a hallmark of the publications of this Board.

The Dynamics of Industrial Land Settlement is a technical analysis which is a valuable addition to any planning library for it illustrates a rational method by which industrial land settlement may be forecast.

Industrial Land Prospects is a general policy report based on the data contained in the former publication. "The outlook for industrial land development in the Lower Mainland is clouded by several problems which are so fundamental that 'policy direction' is needed. This report describes these problems so that municipal councils can form opinions on them for the guidance of the planning staff. Anyone who reads this report from a purely municipal viewpoint will be wasting his time. Broader judgment is needed, based on the welfare of the whole region."

# NEWS

## DONATIONS TO CPAC DEDUCTIBLE

On February 8th, the Department of National Revenue ruled that CPAC was a charitable organization under the provisions of Section 62 (1) (e) of the Income Tax Act. Donations made to support the work of CPAC, when evidenced by a proper receipt, may now be deducted by the donors in computing their taxable income, within the prescribed limits of Section 27 (1) (a) of the Act.

The Association is now conducting a fund-raising campaign to finance its increased programme, and it is expected that this ruling will result in a more generous response from individuals and corporations.

## NEW BRANCH BEING FORMED IN DARTMOUTH

The Chamber of Commerce in Dartmouth, N.S. has unanimously endorsed a motion setting up a committee to plan the formation of a Branch of CPAC. This action followed a panel discussion by members of the Nova Scotia Division including Gordon Coles, Lloyd Shaw and Harry Coblenz, executive secretary of the Division.

The HALIFAX MAIL-STAR of February 10th reported that Ralph Morton said it was "frightening" to see the development that had taken place in Dartmouth in the past year. He felt that the real advantage of CPAC was its interest in the broad view rather than in day-to-day problems. L. W. Granfield, former chairman of the city planning board, pointed out the value of informed public opinion and said, "We cannot have a well-planned community unless we have a branch of the CPAC working effectively here in Dartmouth."

In thanking the panel, Prof. Harold Beazley said that it was comforting to

note that CPAC was not a pressure group, that nothing was done on impulse but only as a result of considered opinion.

## NEW ONTARIO BRANCH, CPAC

A new Branch of CPAC was formed recently in Oakville, Ontario. This town, enlarged by the 1961 amalgamation of the Town of Oakville with the Township of Trafalgar, now has a population of 40,000 and an area of almost 110 square miles. The Branch has secured a competent and enthusiastic Executive and enjoys the cooperation of politicians and planners in the area.

Enquiries concerning membership in CPAC or the activities of the Oakville Branch should be addressed to the Chairman, Mr. Harry Sewell, 95 Robinson Street, Oakville. Telephone: VI 5-4171.

## BRANCH FORMED IN MEDICINE HAT

A new Branch of CPAC was formed in Medicine Hat, Alberta in February. The Provisional Executive organizing the first events of this active group is as follows: Jack Russell (Provisional Chairman), R. Pearce, J. Hogg, W. Thomsen, R. Balston, I. Carney, H. McMillan.

The Medicine Hat District Planning Commission has given full support to the new group, assisting in its organization and providing office space. The Branch plans to hold a public meeting on the first Wednesday of each month. Readers interested in contacting the Branch should write to Medicine Hat Branch CPAC, 648 Second Street, S.E., Medicine Hat, Alberta.

## ALBERTA NEWS

The Alberta Division of the CPAC has continued to be quite active and interest is beginning to mount in the National Conference scheduled for September 23rd to 26th 1962, in Edmonton. The National Director, Major General M. L. Brennan spent some time in Edmonton in mid January and met with CPAC officials from the Western Provinces. The groundwork for the National Conference was carried out and arrangements are already well under way.

The Edmonton Branch of the Association has embarked on a program of monthly public meetings each featuring a speaker who is well qualified to discuss a particular topic of concern to our membership and to the public at large. In recent months Mr. Morton Coburn, Director of Libraries for the City of Edmonton, spoke on Edmonton's Library system and its expected growth, and Superintendent Donald L. MacDonald of the Edmonton Transit System talked at a later meeting on the difficulties encountered by a transit system's expansion to meet the needs of a rapidly growing city, and the merits of a rapid transit system.

Prior to the city elections last fall, the Edmonton Branch sponsored a public meeting at which the mayoralty and aldermanic candidates gave their various views on many planning problems facing the city's elected officials. This meeting proved to be one of the most successful ever undertaken by the Branch and proved the value of the CPAC as an organization capable of arousing public interest in affairs which should be of concern to all citizens but which often receive too little publicity and do not obtain the public consideration of which they are due.

The subject of illegal basement suites was thoroughly aired and it was obvious that most of the candidates favoured a

"get tough" policy by the city. The Council has subsequently adopted a plan whereby all such suites have been graded and classified as to areas of the city. The scheme provides for a gradual closing out of the suites over a period of years and if it is adhered to, should rid Edmonton of a large portion of its substandard dwelling accommodations.

Many members of CPAC attended and took an active part in the 1961 Alberta Planning Conference, and a special report on this successful event follows.

### 1961 Alberta Planning Conference

A record number of 150 persons attended the 1961 Alberta Planning Conference held at the Northern Alberta Jubilee Auditorium in Edmonton on November 9 and 10.

The Hon. A. J. Hooke, Alberta's Minister of Municipal Affairs, welcomed the delegates on behalf of the Province. He noted that his Department was receiving fewer complaints regarding interference with the rights of individuals by planning offices. It is hoped that this is due to a better understanding of planning matters by the public through the efforts of planning staffs to point out the reasons behind the planning measures being carried out by federal, provincial and municipal bodies.

Following this official welcome Mr. Noel Dant, Director of Town and Rural Planning, and Executive Member of the Provincial Planning Advisory Board, gave the opening remarks of the Conference.

Reports were presented from nine city and district planning offices and from the Provincial Planning Advisory Board on the work undertaken during the past year. It was interesting to note that 74.2% of the population of Alberta live in municipalities which are members of District Planning Commissions, and that many other municipalities have expressed concern over planning matters and are being given planning services by, or under the sponsorship of, the Provincial Planning Advisory Board.

"To What Extent are the Activities of the Private Developer Affected by



*Mrs. C. Wood, MLA and Chairman of the Alberta Division of CPAC, introducing panellists who discussed: "To What Extent are the Activities of the Private Developer Affected by Provincial and Municipal Planning Measures?" Left to right: Mrs. Wood; W. Hardcastle, Chief Planner of the City of Edmonton; S. J. Clarke, Director of the Oldman River District Planning Commission (Lethbridge); N. Trout of Calgary and J. D. Ritchie of Edmonton, both of whom are executive members of the Urban Land Institute. Although these gentlemen sat on different sides of the fence during the discussions, it is interesting to note that they are all members of CPAC. (Alberta Government photo.)*

Provincial and Municipal Planning Measures?" was the question before a panel chaired by Mrs. C. Wood, MLA, Chairman of the Alberta Division of CPAC. Panellists were N. Trout and J. D. Ritchie of the Urban Land Institute, W. Hardcastle, Chief Planner with the City of Edmonton, and S. Clarke, Director of the Oldman River District Planning Commission.

Differences in viewpoint between the marketing division of the oil industry and the Provincial Department of Highways were aired in a discussion of "Planning and Control of Development Along Highways". The Chairman of this panel was Dr. J. Chalmers, Director of the School of Administration of the Department of Education. Panellists were the Hon. Gordon E. Taylor, Minister of Highways; Mr. A. Martin, City Planner for Calgary; Dr. K. Walter, Geographic Adviser to the Retail Sales Division of Imperial Oil Ltd.

Other topics included the new Provincial Air Pollution Control Regulations, the relation between the roles of the Land Surveyor and the Planner, Subdivision for Summer Cottage Development, and Assessment, Subdivision and Development of Agricultural Lands on the periphery of Urban Centres.

James B. Gee

### OUR CITY TOMORROW

The Saskatchewan Division of CPAC is collaborating with the University of Saskatchewan in presenting an evening course in planning appreciation. The planning process itself forms the core of the course and, although experience in other communities provides much background material, Saskatoon serves as the "case study". The course, which lasts for 11 weeks, consists of lectures, panel discussions, films and a tour; par-

ticipants include sociologists, engineers, artists and educators from the University, civic and provincial government employees associated with planning, architects, and members of the City Council. The registration fee is only \$2.00 for, although the course actually costs \$10.00, the Saskatchewan Division of CPAC undertakes to pay the larger part of each student's fee. An outline of the course follows:

*The Urban Community:* What is a "community"? What is the nature of today's community requiring increased concern for planning?

*City Planning: Its Growth and Scope:* What is community or city planning; how has it evolved; what is its scope?

*Planning in Canada Today:* The characteristics of various planning concepts —city, metropolitan, regional; their strengths and weaknesses; the nature of the administration required.

*Professionals in City Planning:* What are their responsibilities; how are their functions integrated; what is their relationship to the community?

*Major Planning Problems:* What are these problems; how can today's planning techniques help; what compromises are likely; how can the community help?

*Aesthetics and Planning:* Why should we be concerned about the visual aspects of our community; what modern trends add to or detract from the potential pleasantness of a city; what can architecture and art offer; what is the responsibility of the citizen?

*This is Saskatoon:* What the city is like, its plans for the future, and the probable difficulties in realizing these plans. *Overcoming the Housing Problem:* Different types of housing, the regulations, the problems and trends.

*Social, Political & Economic Implications of Planning:* How does planning affect the citizen; how does the political process affect the planning of the community; is good planning worth the money?

*Citizen Participation in Community Planning:* To what degree is citizen participation important; how can the citi-

zen support good planning; how can citizens organize themselves to support the planning of their community?

### WIRES UNDERGROUND BY 1967

The Royal Architectural Institute of Canada has sent us a report on the progress being made to rid our cities of ugly overhead electrical wires by burying them underground. (A report on the achievement in Victoria appears elsewhere in this issue.) The RAIC report also notes progress in Montreal, Quebec City and Ottawa. A questionnaire was recently sent out to all Canadian municipalities with populations over 10,000 to determine the feasibility of developing a long-term underground wiring campaign on a national basis. In addition to CPAC, several other national associations are taking an interest in this campaign including the TPIC, CCA and the CFMM. The RAIC notes the possibility that a new national organization may be formed to provide a central point for all groups and individuals interested in the subject and to assist city governments in this regard.

Robbins Elliott, Executive Director of the RAIC, said: "It is clear that Canadian cities will lack charm and appeal, both to citizens and to tourists, until such time as offensive overhead wiring is removed. This should be an objective for any city administration to establish in normal circumstances, but the prospect of our nation's 100th Birthday, now hardly more than five years away, is additional incentive for each municipality to formulate a long-term program (it may require from five to twenty-five years) to bury overhead wiring."

The Canadian Electrical Association is planning a discussion on the *Aesthetics of Electrical Distribution* on May 2nd in Ottawa. Points of view will be heard from town planners, architects, distributors of electrical energy and telephone interests. Representatives of CPAC will attend this meeting.

### CANADIAN LIBRARY WEEK

Notification of the holding of Canadian Library Week from April 8-14 reminded us that whether we are considering a town, a village, or a township, there should be no "underprivileged readers". A public library should be available to serve every adult education group, political club, union or parents' organization. It is *our* responsibility, and the responsibility of those we elect to office, to see that our communities have adequate library services.

If you are lucky enough to have a public library in your area, use it regularly. More use leads to better service.

### A.I.P. CONFERENCE

The 1962 Conference of the American Institute of Planners will be held in Los Angeles from October 14-18. A professional tour of Hawaii will follow. The Director of the Conference is Milton Breivogel, Regional Plan Commission of Los Angeles County, Room 330-108 West Second Street, Los Angeles 12, California.

### ARE YOU MOVING?

Please do not forget to notify the National Office of CPAC and your Division of your change of address. Notices of Divisional Annual Meetings, and data concerning the 1962 National Planning Conference will be going out in the next few months, and it is most important that we have your full mailing address.

### CONFERENCE DISPLAYS

Individuals or organizations wishing to place displays in the exhibit area during the 1962 National Planning Conference are asked to contact the CPAC National Office, 425 Gloucester Street, Ottawa 4, before June 15th, noting the type of exhibit and the space required for it.

## FILMS ON THE CIVIC TRUST

The United Kingdom Information Service have advised us that several films on the work of the Civic Trust are now available for showing in Canada.

**Magdalen Street, Norwich** (colour, 15 mins.) A description of the street improvement scheme sponsored by the Civic Trust in cooperation with the City Authorities, Chamber of Trade etc., which was completed in 1959. The idea has spread and some 50 towns all over the country are considering undertaking such schemes.

**Angel in Need** (black & white with one sequence in colour, 20 mins.) This film is concerned with the second and larger scheme which the Trust carried out at Burslem, Stoke on Trent, in the heart of the Potteries. It included the rejuvenation of the Market Place surrounding the Town Hall; this had been a very neglected site used for car parking. It was transformed into a new focal point for the city. Adequate provision was made for cars and buses, but in addition trees, lawns and seats were provided.

**Spare that Tree** (black & white) Trees are a most important part of the urban scene and, if positive action is not taken now, there will be very few left in our towns in 50 years time. This film describes the efforts of people struggling to save those that exist and plant for the future. It discusses the problems of vandalism, suitable places to plant trees, pruning and preservation.

**One in Ten Thousand** (black & white, 16 mins.) A description of the clearance of two bombed sites in Stepney and their conversion into a simple garden and playground. This operation was carried out with the aid of Civic Trust volunteers, and the film is chiefly aimed at Youth Club audiences in order to encourage more volunteers.

**Windsor Improvement Scheme** A film mainly concerned with this scheme will be available shortly. It will probably be longer, and it will be entirely in colour. As well as describing the Wind-

sor scheme, it will include sequences from a number of other schemes already completed.

Those wishing to plan public programs with some of these films should contact the U.K. Information Office in one of the following cities: Vancouver, Edmonton, Winnipeg, Toronto, Ottawa, Montreal, Quebec City. A list of other films on planning and related subjects may be obtained from the CPAC National Office.

### Norman Pearson, B.A. (Dunelm) AMTPI, MTPIC

announces the opening of a private practice in town and country planning.

P.O. Box 455, Hamilton, Ontario  
Telephone: JACKson 9-4993

## ADVANCE PLANNING NECESSARY

Mr. R. J. Beach, President of Beach Industries Limited and a Past Chairman of the Planning Board in Smiths Falls, Ontario, recently delivered an address on planning to the Almonte Lions Club. His Worship Mayor Smith of Almonte and members of his Council attended the meeting.

While emphasizing the fact that he was speaking as a business man and an ordinary citizen, Mr. Beach demonstrated his knowledge and enthusiasm for the principles and purposes of planning. He outlined the steps necessary to implement an Official Plan and recommended that a Planning Board be appointed. Experience in Smiths Falls had shown that such a Board was necessary to ensure continuity in the development of the plan for the town. The Board, usually appointed by Council, consists of interested citizens representing every section of the community. Although it has power only to recommend planning steps to Council, its members do not change annually and they have the time to become very well informed on planning matters.

Mr. Beach stated that acceptance by Council of the Official Plan prepared by the Planning Board is advisable before zoning is established. After Council has accepted the Official Plan, it is submitted to the Ontario Municipal Board; when it has been accepted by this Government Agency, it becomes a legal document which cannot be changed without the approval of this Board. This procedure is intended to assure continuity and to discourage town councils from making changes in the Plan which may be short-sighted and not beneficial to the long term development of the town.

Mr. Beach expressed his personal satisfaction with the results of planning in Smiths Falls, while admitting that they still have a long way to go to create their dream city of the future. Considerable progress has been made and money saved by the proper handling of roads and services, and the town has been in a position to handle the recent industrial growth; this was primarily due to the planning which had been done in the past. He said that, in Almonte, it was up to the citizens to decide what type of town they wanted, and noted that, with the City of Ottawa expected to double in size in 20 years, Almonte would undoubtedly be affected.

In conclusion, Mr. Beach said that advance planning was essential in every walk of life. This was particularly true in towns adjacent to large urban areas. He illustrated his point by quoting a local farmer who said that planning was necessary, in his opinion, because, "After all, it's a lot easier to get on a moving manure spreader from the front, than from the rear".

## IMPORTANT

Have you seen the inside front cover of this issue?

Avez-vous vu l'intérieur de la couverture à la fin de la Revue?

# planning vacancies

## METROPOLITAN TORONTO PLANNING BOARD

### Head of Housing Research Section—

**\$6,577-\$7,619**

This is a responsible position, offering a challenging opportunity in urban research. **Duties:** To direct a staff of two in conducting a comprehensive program of continuous research into the population and the housing requirements of the Metropolitan Toronto region.

**Qualifications:** Master's degree in economics, sociology, planning or related field, or equivalent experience; thorough knowledge of modern techniques of social and demographic research, of housing market analysis, and of housing principles and practice; proven ability to conceive and administer a comprehensive research program and to prepare final reports for publication.

Apply in writing to: M. V. Jones, Commissioner of Planning, Metropolitan Toronto Planning Board, 790 Bay Street, Toronto 2, Ont.

## TOWN OF BURLINGTON

### Director of Planning

**Salary Range:** \$8,725-\$10,900

Applicants should have a recognized degree in planning or an equivalent degree with broad experience in the planning field. Previous experience with urban-rural communities would be a definite asset.

This position offers a wide range of planning activity in an interesting planning area.

Applications giving a full resumé of qualifications and experience should be mailed to: Personnel Administrator, 533 Brant Street, Burlington, Ontario.

## THE CORPORATION OF THE DISTRICT OF SAANICH

**Planner—\$448.37-\$515.79**

Municipal Planning Department requires Planner with Degree in Planning, or degree in related field together with planning experience. Suitable technical qualifications together with experience will be considered. Position involves basic planning studies and the preparation and implementation of detailed community plans.

Written applications giving details of experience and qualifications will be received

by the Municipal Engineer, Saanich Municipal Hall, 4512 West Saanich Road, Victoria, B.C. until April 30th, 1962.

## CITY OF HAMILTON

### Senior Planning Assistant

Applicant will be required to supervise the work of the survey, research and planning section, conduct surveys, research and analyses for special studies and prepare reports. A graduate of a recognized university possessing a degree in planning or other related fields is preferred. Should have at least two years practical planning experience.

**Salary range—\$5,600-\$6,850.** Starting salary commensurate with previous experience and ability.

**Apply to:** Director of Personnel, City Hall, Hamilton, Ontario.

## CITY OF SARNIA

**Senior Planner—\$5,000-\$5,750**

**Duties:** To assist Planning Director in implementing new Official Plan, zoning studies and amendments, subdivision studies, research and administration.

**Qualifications:** University graduation in planning or related field with some professional experience in planning or equivalent combination of training and experience. May possibly lead to position of Assistant Director. Apply—stating all particulars to: Personnel Director, City Hall, Sarnia, Ontario.

## CITY OF CALGARY

### Two Planners

**Duties:** To assist in the preparation of the City's General Development Plan, design and presentation of current planning projects, including subdivision plans, development schemes, re-plotting schemes and other related tasks in accordance with the Provincial Subdivision and Transfer Regulations.

**Salary:** Up to \$7,020 per annum depending on experience and qualifications.

**Qualifications:** Professional Training in town planning, architecture, civil or municipal engineering, preferably with professional ex-

perience in City Planning. Excellent employee benefits, including pension, M.S.I., Group Life Insurance, Sickness & Non-Occupational Accident Insurance, Vacation with pay, etc.

Application forms are to be obtained from and returned to the Personnel Management Coordinator, City Hall, Calgary, Alberta, not later than 5.00 p.m. April 13, 1962.

## METROPOLITAN TORONTO PLANNING BOARD

**Planner Grade 1—(\$6,577-\$7,619)**

To head Comprehensive Planning Section of Land Use Planning Division. Degree in planning or related field plus at least 4 years planning experience. Principal duties in connection with the Official Plan (including community plans) of the Metropolitan Planning area (715 square miles, 26 municipalities) and appraisal of planning proposals of local planning boards.

**Apply to:** Metropolitan Toronto Planning Board, 790 Bay Street, Toronto 2, Ont.

## MUNICIPALITY OF BURNABY, B.C.

**(Greater Vancouver Area)**

Applications are invited for two positions. Commencing salary dependent upon qualifications.

**Senior Planner: \$481-\$698**

**Duties:** Assisting Director of Planning on special projects such as proposals for development, large subdivisions, By-law preparation and acting as a source of professional guidance to staff.

**Qualifications:** University graduation in planning, architecture, or closely related field with professional experience in community planning including supervisory experience.

**Research Planner: \$507-\$608**

**Duties:** Performs detailed studies involving collection and analysis of a variety of data leading to the preparation of reports and maps on long range plans for zoning, land development and related activities.

**Qualifications:** University graduation in planning or related field and some professional experience in planning or equivalent combination of training and experience.

**Apply:** Personnel Director, 4545 East Grandview-Douglas Highway, Burnaby 2, B.C.

# N'OUBLIEZ PAS!

QUOI	La Conférence Nationale d'Urbanisme 1962
QUI	L'Association Canadienne d'Urbanisme
QUAND	Les 23-26 septembre
OU	Hôtel Macdonald, Edmonton
POURQUOI	Pour discuter: LA SOCIETE, LA POLITIQUE ET L'URBANISME
COMMENT	Tous les participants seront invités à exposer leurs vues. On insistera pendant toute la durée de la Conférence sur la participation des délégués. Chaque jour, la Conférence se divisera en groupes séparés afin de discuter de certains problèmes et progrès dans le domaine de l'urbanisme, du point de vue du citoyen, du politicien et de l'urbaniste.  Vous aurez souvent l'occasion de discuter de problèmes qui intéressent votre région. Vous pourrez ainsi rapporter chez vous les idées et opinions des autres délégués de toutes les parties du pays.
POUR	Tous ceux qui aimeraient à participer à la planification de leur collectivité. Il n'est pas obligatoire d'être membre de l'ACU pour assister à cette Conférence.
AVEC	Des excursions dans la région d'Edmonton, présentation de films, expositions, un lunch comme invités de la ville d'Edmonton, le banquet de la Conférence offert par la province d'Alberta, et plusieurs réceptions.  Il y aura un programme tout spécial pour les dames qui n'assisteront pas aux assises, malgré que les épouses qui accompagneront leur mari seront les bienvenues à toutes les assises ainsi que tous événements sociaux.
COUT	Prix d'inscription \$20. Les épouses qui accompagneront les délégués payeront un prix réduit de \$5.
APRES	Une excursion dans les Montagnes Rocheuses sera organisée et aura lieu immédiatement après la Conférence. Plus de détails vous parviendront avec le programme préliminaire.

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*Un programme préliminaire et une formule préalable d'inscription seront distribués à la fin d'avril. Si votre nom n'est pas sur nos listes, ou que vous ne nous avez pas prévenu que vous désirez d'autres renseignements à ce sujet, veuillez envoyer votre nom et adresse au:*

COMMUNITY PLANNING ASSOCIATION OF CANADA  
L'ASSOCIATION CANADIENNE D'URBANISME

125 Gloucester Street - Ottawa - K1A 0J6